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Support Planning at the Program Level

Need and Objectives

1. The revised Clandestine Services planning system contemplates that Support Planning will be an integral and concurrent part of the planning process. The primary objectives of this principle are as follows:

a. To ensure that operational plans are reasonably confined within the limits of our over-all capabilities and to ensure that in estimating these capabilities full recognition is given to the fact that support capabilities are an essential part of the whole.

b. To provide a process for the detection of present or potential deficiencies in our support capabilities in order that timely plans can be made and action taken to avoid or correct such deficiencies.

2. To accomplish these objectives it is recognized that operational planners must learn to give greater consideration to the support requirements of their operations when drafting plans for future periods. It is simultaneously recognized, however, that operational planners do not have and should not be expected to develop such an awareness of the complex problems of support planning that they can identify their support requirements (to the support components of the Agency) with sufficient accuracy and comprehensiveness so that the latter can take adequate and timely action to meet these requirements.

3. The solution is to bring operational planners and support planners into collaboration with each other in the process of determining what the support requirements of projected operations will be, what the deficiencies in support capabilities are or will be, and what must be done to remedy any deficiencies in support capabilities.

4. A complicating factor and one which dictates collaboration on support planning is the fact that the funds, authorities and plans necessary to satisfy a portion of the support requirements must be provided for in the operational programs of the DD/P. In addition, however, the funds, authorities and plans necessary to satisfy the balance of the support requirements must be provided for in the planning documents and programs of the DD/S. This fact alone recommends joint development and analysis of the major elements of the support requirements.

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Need-to-Know Control Measures

1. The historic barrier which prevented and delayed the integration of support planning and operational planning primarily stemmed from accepted principles of "need-to-know" and "security by compartmentation." In part, this problem has been eliminated by deletion from the new Clandestine Services planning system of requirements for the disclosure of sensitive data which might identify specific targets. Several other measures have been taken which will permit collaborative support planning without endangering the need-to-know principle. These are as follows:

a. Arrangements have been made to control the copy distribution of the basic documents called for in the Clandestine Services planning system. In addition to copy control, exposure control will also be imposed. Any copies of planning documents released for Support Planning purposes will be delivered to the SSA-DD/S. A control stamp will be imposed subsequently on these documents which will establish a responsibility to expose the contents only to designated key planning officials within the support components of the DD/S. These officials will have been identified by name and function to the Clandestine Services and their need-to-know will have been concurred in by the Clandestine Services. Lastly, a record will be maintained evidencing the actual exposure of any such document to these authorized officials.

b. A mechanism has been evolved which will assure that support planning as related to Clandestine operations is done by a minimum number of experienced and competent support planners. Each support component will designate one or more planners by name for acceptance by the Clandestine Services. Where warranted by the planning workload, individual planning officers will be designated to work with one or more specified Area Divisions. This will permit a degree of security, compartmentation and will assure continuity of action and experience, and the development of personal working relationships.

c. These support planners, while representing their individual support components, are united in a working body as the Support Committee of the Clandestine Services Planning Board. In addition, the SSA-DD/S or his designee is the Chairman of the Support Committee. Thus, by this mechanism a relatively small group of planners will individually represent their components, will be responsive to the CSPB and, through the SSA-DD/S, the group or any select parties thereof can be brought to bear on any unusual support problems arising from any source. In summary, it is believed that this mechanism

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will concentrate planning experience and knowledge among a small number of people, will lead to better and more responsive support planning.

Working Relationships Between Support Planners and Operating Divisions

1. The fact that the revised Clandestine Services planning system contemplates that support planning will be an integral and concurrent part of the planning system is at this stage an expression of policy. It does not indicate the actual planning process which is contemplated nor the working procedures and relationships considered necessary to carry out the concept. The primary purpose of this paper is to establish a common platform for the development of suitable procedures and working relationships which will lead to the development of an effective support planning system.

2. The principles underlying this concept are very simple. They are as follows:

a. Support planners will have access to copies of those CS planning documents which contain significant information relative to support planning. These include the Basic Plan and Annexes A and C, the Country Appendices and the Country Programs. (In this the initial effort at collaborative support planning, it is considered necessary that each Division hold an informal conference with the small group of support planners with whom they will work and give them an adequate briefing on the activities constituting Mission I and the major continuing tasks contained in Missions II, III, and IV. The objective is to establish a mutual foundation for all subsequent discussions with the individual support planners.)

b. The Chiefs of Administration of the Area Divisions will collaborate closely with the Planning Officers of the support components in the development of a system for forecasting support requirements so that requirements are identifiably related to operational activities being planned. To the optimum degree support planning shall be done within the offices of the Area Division by joint study and conference.

c. Support Planners shall, to the maximum degree, furnish data and information which will assist in the forecasting of requirements and shall continuously strive to develop means to simplify the task of forecasting requirements.

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General Steps in the Support Planning Process

1. The actual planning exercise is simple in concept but only time and experience can make it so in practice. The process as a whole involves the following steps:

a. Analysis and compilation of the support requirements of projected operations within the same context of planning assumptions, operational conditions, objectives and tasks which govern the organizing and presenting of the operational activity forecasts, i.e., the General Plan, Country Appendices and Country Programs.

b. Evaluation of current support capabilities relative to the projected support requirements to determine any deficiencies or imbalances.

c. Determination of actions or alternative actions which will eliminate deficiencies and correct imbalances.

d. Determination of the personnel and funding requirements and the authorities necessary to the accomplishment of these actions and determination of the fiscal year(s) in which the actions must be taken.

e. Determination at the DD/P, DD/S, and, if need be, the DCI levels as to whether or not the actions necessary to eliminate support deficiencies will be authorized or whether operational plans shall be cut back.

f. Adjustment of subsequent planning and budgetary documents and personnel ceilings to reflect the decisions reached. These adjustments must be reflected in the planning documents of both the DD/P and of the DD/S where and as appropriate.

2. The most critical of the steps outlined above is the first one, i.e., the forecasting of the support requirements of the planned operations. The entire process leading to the development of support capabilities commensurate to the needs of the approved operational plan is dependent upon the thoroughness, ingenuity and energy which is applied to this process.

3. The categorization of all operational activities into four basic missions, and the further analysis of Missions II and III into types of

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action having distinctive characteristics, provides a sound and logical basis for the forecasting of support requirements. This is particularly true of Mission I, which of itself is the "support mission." Mission I reflects future plans for the basic overseas station structure through which almost all operations receive their direction and support. It also reflects all other field activities carried on for the general support of Missions II, III and IV, which are the true operational missions.

Specific Tasks

1. The first specific task, and the major one is, therefore, to make a thorough and complete analysis of all activities constituting the support Mission. The present adequacy or inadequacies of the field station structure must be studied. Plans must then be made with respect to the expansion, contraction or modification of this basic apparatus as called for by the operational plans under consideration.
2. As quickly as analysis of all basic support activities is completed, the support planners must be collectively briefed thereon by the Chief of Administration of the Area Division.
3. In the Meantime, each support component must develop a check list of all of the basic services it is called upon to render and the critical data or information which will permit an adequate forecast to be made as to the level of service capabilities which must be maintained or developed.
4. Similarly, a check list of all significant or long lead time equipment items or facilities which may be required from Headquarters must be developed for use in scrutinizing the operational plans.
5. There must also be a check list of the major services and/or facilities which the field support and operational apparatus will obtain for itself by local procurement. This check list would be used in the development of the requirements for personnel, funds and authorities so that proper provision therefor can be made in the Country Programs.
6. The next step is to determine the simplest, yet adequate, source of information which will permit an adequate forecast of the critical requirements as reflected in the check lists to be accomplished. In many cases, the support components themselves should be able to provide basic data on the nature, volume, and cost of current requirements and may be able to provide experience factors or judgment which will accurately and easily accomplish the forecast of requirements relative to future operations. In other cases it may be necessary to seek information from the field or to undertake analytical studies.

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7. In any event it is imperative that the support components and the Chiefs of Administration of the Area Divisions jointly develop ways and means of compiling essential data and converting it into meaningful estimates of future support requirements. In so doing, full recognition must be given to the fact that methods which may be suitable for one Area Division may be unnecessary or inapplicable to another. Similarly, it must be recognized that such desirable or essential information will not be available in this initial effort because our records and reporting systems have not as yet been brought into alignment with the revised system for organizing and presenting operational plans.

8. In this process of forecasting support requirements, it is imperative that adequate working papers be developed. This is essential so that the requirements as determined can be compiled in an orderly manner, costed out, totaled and summarized in appropriate budgetary categories. It is also necessary so that requirements can be reappraised and adjusted as operational plans are adjusted at future planning stages. Lastly, adequate working papers are essential so that support planners can carry back meaningful detailed information to their own components for use in planning for the functions they will be called upon to perform.

9. The planning process described above for Mission I would essentially be repeated for Missions II, III, and IV, but in a much simplified manner. The support requirements of Mission II are relatively nominal. Note, however, that attention should be given to the support implications of any significant changes in the level of FI operations in the four types of action categories. The Chiefs of Administration of the Area Divisions should ascertain, in conjunction with the Support Planners, whether any of the relatively few large FI projects contain any long lead time, large or unusual requirements for material, facilities or services from support components. If so, he should arrange for appropriate discussions with operations officials to isolate and refine these requirements without unnecessary disclosure of sensitive information.

10. With respect to Missions III and IV, the Chiefs of Administration and the support planners should jointly study the support requirements of each planned operational task in a manner similar to that followed for Mission I. The objective should be not only to determine the quantitative and qualitative nature of the over-all support requirements of these planned operations, but to detect significant or unusual items which will require advance planning and action by support components.

11. In conclusion, all persons concerned are reminded that support planning at the program level is aimed at securing the guidance, authority,

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funds and personnel necessary to carry out a general program. It is not action planning -- this occurs at the project level. To the extent, however, that support planning is based upon operational plans which are presented logically and consistently from year to year, the basis for a system of integrated and concurrent operational and support planning has been provided.

12. The task is to develop the easiest adequate system to forecast support requirements, evaluate capabilities, and plan all necessary adjustments on a timely basis. A suitable process to accomplish this task will take several years to perfect, and it will only be accomplished if operational and support planners collaborate with continued and ever-improving mutual understanding and determination.

13. It is very important that all parties recognize that we are undertaking to cope with an old problem in a new and logical way. We cannot develop a perfect planning system over night. It will be a slow process. Differences of opinion as to method and degree of support planning will arise but must be settled promptly and amicably.

14. The SPA-DD/S should be notified promptly of any significant differences of opinion or serious problems encountered. He will assist and participate in the development of the planning process insofar as possible. He will also refer promptly any policy questions which may arise to the CSFB and the SSA-DD/S for resolution.